DOCUMENT RESUME

ED 152 202 HE 009 793

AUTHOR Loring, Rosalind K.
TITLE Policy Problems of University Continuing Education Programs.
INSTITUTION University of Southern California, Los Angeles.
SPONS AGENCY Carnegie Corp. of New York, N.Y.
PUB DATE Jan 78
NOTE 13p.; Paper presented at the Annual Academic Planning Conference "Ethical and Economic Issues: Academic Salaries and Supplemental Income" (3rd, Los Angeles, Calif., January 25-27, 1978)

EDRS PRICE MF-$0.83 HC-$1.67 Plus Postage.
DESCRIPTORS Administrative Policy; *Adult Education; *College Faculty; *Continuing Education Centers; Faculty Organizations; Higher Education; Income; Speeches; Surveys; *Teacher Characteristics; Teacher Placement; *Teacher Salaries; University Extension
IDENTIFIERS *Compensation

ABSTRACT

The composition of the ideal faculty for continuing adult education programs is described in this speech along with a discussion of ways to compensate faculty members. It is suggested that the faculty of continuing education programs should contain: the best adjunct faculty available from the professions, business, industry or government; and full-time continuing education faculty. A reported survey by the National University Extension Association (NUEA) identifies procedures that warrant study in the compensation of faculty members who participate in and conduct continuing education programs. These include (1) compensation based on semester/quarter courses or hours; (2) compensation based on academic rank; (3) compensation based on salary or fraction/ percentage of salary; (4) compensation based on instructional or advising hours; and (5) compensation based on special formula. (SPG)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED152202

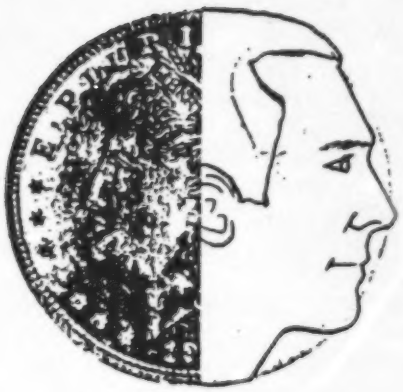
POLICY PROBLEMS OF UNIVERSITY CONTINUING EDUCATION PROGRAMS

by

Rosalind K. Loring

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY.



"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Rosalind K. Loring

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC) AND THE ERIC SYSTEM CONTRACTORS."

Presented at the Third Annual Academic Planning Conference
"ETHICAL AND ECONOMIC ISSUES: ACADEMIC SALARIES AND SUPPLEMENTAL INCOME"
January 25, 26, & 27, 1978, Los Angeles, California
University of Southern California Office of Institutional Studies

Support of the Carnegie Corporation of New York is gratefully acknowledged

IN EDU 793

POLICY PROBLEMS OF UNIVERSITY CONTINUING EDUCATION PROGRAMS

a presentation to the

Third Annual Academic Planning Conference

University of Southern California

January 27, 1978

Presented by:

Rosalind K. Loring
Dean of the College of Continuing Education
University of Southern California

Good morning! It is a privilege to be with you this morning as you begin your final half day of deliberations on the "Ethical and Economic Issues: Academic Salaries and Supplemental Income" and to represent the many continuing education administrators across the country who would like to have a voice in your conference. For them, the economic and ethical issues of supplemental income is a daily concern, and so they are pleased that it is a subject in this Carnegie-sponsored conference. The policies established by their home universities, the postures adopted by professional associations (and on occasion, the collective bargaining unit), together with the understandings and misunderstandings of faculty members themselves contribute to this concern. There is a body of adult students out there waiting to be served; there is a faculty member to be hired and compensated; how can and should we serve the students' needs while reconciling with the institution's needs?

As a matter of fact, the title assigned to my presentation this morning has an ambiguous ring that gives me pause for concern. "Policy Disadvantages of University Continuing Education Programs" may presuppose that in some way continuing education programs are to blame for the problems --ethical and economic--related to the earning of supplemental income by the faculty. Originally, I read this in a more positive light, thinking that I was being asked to discuss the disadvantages which accrue continuing education programs from established policies for the regulation of supplemental earnings. However, a more careful analysis has made me uneasy.

There are grave problems with current policies and I welcome this opportunity to review them with you. I hope that this occasion will bring us--a cross-section of university leaders from many institutions--to a greater understanding of the complexity of the problems we face as well as to some possible alternatives for resolving them.

I recognize that my appearance here this morning may reflect still a different view from your previous presenters. You have heard the views of the faculty, the administration, foundations and government agencies. I am speaking as an educational provider who seeks the best possible faculty resources for the University's continuing education thrust; and in this light, I hope to ask some different questions or at least to ask some of the same questions from a different perspective.

The practice of paying supplemental income for the development, teaching and evaluation of continuing education courses was established early in this century with the founding of the university extension

movement. As the effectiveness of learning experiences for adults increased, the need for teachers for these adults increased. Sometimes they were regular faculty members who took on the adult course as an overload assignment; sometimes they were practitioners from the community; and, sometimes they were special faculty hired by the extension division. As programs grew, the faculty increased, so apparently has grown the problems related to reimbursing the faculty. For the past ten years, across this country, there has been a growing commitment by almost all universities and colleges to the concept of lifelong learning--continuing education. Increasingly, it is viewed as an important part of the institution's total mission. Whether these offerings are sponsored by a centralized campus unit called "continuing education" or by a decentralized system where the continuing education activities are housed independently in the various schools or colleges, there has been almost universal acceptance that the learning experience should include educational activities following the completion of traditional sequenced learning, which normally spans the ages of five to twenty-two. More emphatically, there has also been near universal acceptance that the colleges and universities should be the major providers of these extended learning opportunities.

If we accept the theory that continuing education is basic to the mission of the university or college, then our first question is: how should faculty be selected to develop the curriculum, teach the courses, evaluate the programs, and repeat the cycle?

But to return to the broader role of the continuing education faculty. Successful programs for adults are rarely "reruns" of traditional courses. Teachers of outstanding adult programs plan for the difference in maturity, in learning styles, the volunteer nature of the student, the student's need for involvement and input into a dialogue, the adult student's pragmatic approach to learning, etc. It does not necessarily follow that a popular and successful teacher of an on-campus program will do well with adults. In an informal survey conducted on this campus among a cross-section of faculty and administrators, we discovered that all questioned believed there was no single solution to the "who" question. In a remarkable show of agreement they made the following suggestions:

First, they believed that it was impossible to say that all continuing education faculty should be local, or that they should all be visiting; or that there should be a separate faculty whose primary allegiance and time assignment was to the campus's continuing education division. To a person,

they agreed that the ideal faculty should be a judicious blend drawn from four distinct groups.

First, the best of our full-time faculty. Some of the criteria for their selection might seek to identify teachers

- -- whose ability, enthusiasm, and commitment to work with adults is clearly established.
- -- who have expertise in fields which match adult learning needs.
- -- who have the vitality and drive to do this supplemental work without neglecting their primary assignment to the university.
- -- whose attitude toward people is one of understanding and acceptance.
- -- whose personality includes such traits as friendliness, humor, humility and interest in people.
- -- whose theoretical knowledge is enriched by a clear understanding of application and when possible, experience in the field.
- -- who have creative approaches to teaching and are willing to experiment with non-traditional delivery modes.
- -- who are equally concerned with the development of the individual as with the presentation of facts.

Next, they believed we should seek the best of other school faculty when the faculty at home are unwilling, unable, or less qualified to serve. In the case of visiting faculty, in addition to the criteria just identified, we might also look for faculty

- -- who have exceptional status or recognition as an authority in the field.
- -- whose knowledge adds a new dimension or perspective to that available at the local campus.

Third, we should seek the best adjunct faculty available from the professions, business, industry or government. These, too, need to fulfill the criteria for being successful teachers of adults, which have been suggested as desirable for local and visiting faculty. In addition, they should be teaching practitioners who can add depth to the learning experience. The adjunct faculty member's daily role in "the real world" coupled with a part-time commitment to teaching is parallel to most adult students' roles. This bond can bring the teacher and the student closer together, and may, at times, add new dimension to their shared educational experiences.

Finally, there should be some faculty members whose allegiance and time are assigned 100% to continuing education. These appointments should be of the same rigor as any other academic appointment with equity in compensation and

benefits. I must note that the creation of such faculty allocations presents a few basic problems to be resolved such as--how to cover the range and scope of adult educational needs with only a few appointments?

-- how would we be able to serve the constant dynamic change in program demands and populations? Would we lose our flexibility?
-- what about the problems of tenure for these faculty members?
-- how would we handle the increased financial burden? There is a sizable difference between paying overload salaries and paying full salaries with fringe benefits.

For those of you interested in more information on these subjects, you might wish to look The Modern Practice of Adult Education by Malcolm S. Knowles. This modern study of "androgogy vs. pedogogy" discusses these concerns in great detail.

With a range of serious questions like these, we might do well to ask ourselves "Who are these adult students and why do they deserve the very best we have to offer in terms of faculty, facilities, and total learning experiences?" "Why bother?" There is a uniqueness about the average adult student that must be recognize even more than today's typical student adults are. Be they adults who drop in or out of school on an erratic basis or regular students who choose a non-traditional time for their education, e.g. evenings, Saturdays, or intensive semesters--they choose to continue their education! Cagey consumers of educational programming, adult students are cost-conscious, quality-minded, and consumer-oriented. They know their alternatives and their avenues of recourse. Typically, they are able, highly motivated people who are diversified in age, learning goals, and their need for different time-frames or modes of instruction. Typically they are keen of mind, inquiring of their subject matter, questioning of their professors and pragmatic in their approach to learning. They sometimes feel that they have previously been victims of social and intellectual underutilization. They are deadly serious about their studies and they demand the best.

Faculty working with these students are generally compensated for their time and efforts in adult education. It should be clearly understood that the community service aspect of adult and continuing education at most universities is not a missionary or welfare program. Frequently these programs are not only expected to be self-supporting, but to contribute generously of their net revenue to the general operating expense budget of their home institution.

Faculty members who participate in the development, implementation, teaching, and evaluation of these programs should be compensated for their efforts. The question is not whether to compensate, but how to compensate.

If we accept the idea that a judicious blend of the four faculty categories previously identified are necessary to provide for the campus's adult learning needs as a viable staffing solution, then policies must be developed and put into operation which permit the hiring of this faculty at rates commensurate with their education, expertise, experience and ability. It should be adequate in terms of time expended. It should be consistent from school to school within each institution.

It is both propitious and timely that the most recent issue of Continuum, the quarterly publication of the National University Extension Association, contained a "Research Report" on "Faculty Compensation Policy/Schedules in NUEA Region III.

This study of the issue of rewards and incentives for faculty members who participate in and conduct continuing education programs examines policies and procedures for conferences and institutes, off-campus credit courses and independent study. Its findings can be summarized in terms of basic procedures for compensation, approval of faculty and limitations or restrictions on faculty earning supplementary compensation.

In terms of compensation, one or more of the following six procedures were identified for teachers. These did vary from one program category to another as applicable, but the basics were in all.

-- compensation based on semester/quarter courses or hours
-- compensation based on academic rank
-- compensation based on salary or fraction/percentage of salary
-- compensation based on instructional or advising hours
-- compensation based on special formula.

In addition, three other procedures for compensation were identified for independent study.

-- compensation for course development
-- compensation for course revision
-- compensation for grading assignments or for counseling.

These latter policies could be applied to other continuing education faculty assignments including developing programs for gaming simulation, the production and development of educational television programs, software for courses by newspaper and other innovative approaches which are particularly suitable to the adult student.

While the majority of institutions reported procedures for compensation through supplementary payment, six institutions reported policies and procedures specifically related to released-time teaching. They were so varied that it was impossible to identify common threads. "Some Schools paid faculty members nothing for released-time teaching while others had certain amounts transferred to the faculty member's department budget."

In almost all institutions the approval system required at least the approval of the department chairman and most required the approval of the academic dean.

A majority of the institutions responding had specific limitations and restrictions placed on their regular faculty members who desired to earn supplemental income through the continuing education division. These policies fell into two categories:

-- Amount of time; i.e., a faculty member could not participate in more than a certain number of hours or days per quarter/ semester or year in continuing education activities.

-- Amount of compensation; i.e., a faculty member could not receive more than a certain amount of money per day, quarter/ semester or year beyond his/her regular salary for work in continuing education activities.

This study by NUEA, Region III is only a beginning. Further study is warranted. However, it does give us some idea of how institutions of higher education are currently compensating their faculty for involvement in continuing education activities. It does not speak to satisfaction of either the faculty or the institution.

"Onload or overload?" That is the question. In the earlier mentioned informal campus survey, there was interest expressed in developing ways in which departments with eroding FTE might fill out faculty workloads by assigning them to continuing education projects as part of their university teaching load. In procedure, some hoped that the time spent in the continuing education activity would be reimbursed to the department.

In my opinion, this presents several serious economic problems. Equally it suggests some serious staffing problems. As indicated earlier, not everyone who teaches is a prime candidate for adult education faculty. We do not need the department castoffs -- those suffering from obsolescence, ossification, or over-age. We do need the brightest and the best -- regardless of age. This is our ethical obligation to the volunteer student. Furthermore, economically,

such a policy would be very expensive. Inherent in the released time concept is the idea that salary and fringe benefits are to be reimbursed to the department. Compare this to the more common practice of overload payment and there is a fiscal discrepancy of overwhelming proportions.

Several of those questioned in the informal survey felt that including continuing education activities in the professor's load was the only viable alternative. One suggested that this community service function might be alternated with committee work and other faculty onload responsibilities. He felt that the faculty had the right to make this choice according to personal preference and commitment. Another, speaking in a similar vein, saw this as a desirable but unattainable ideal. Unattainable, that is, until faculty retention and advancement committees give this kind of faculty service equal or close-to-equal priority with publication and other forms of university service in their "reward system."

If onload assignments to continuing education activities are to take place, they must be preceded by consultation with the faculty early in the planning process. Whether we come closer to collective bargaining for the faculty or not, the question of the right of the faculty member to refuse to accept non-traditional onload assignments, the sometime need for mileage reimbursement, and increased time in preparation will become issues.

The matter of faculty rights played a heavy role in the informal survey. All who responded were forthright in their declaration that it is the right of the individual, the right of the faculty, and yes, for some, the right of the 11-month administrator to earn supplemental income. There was one strong proviso to this right. It must be exercised with a clear understanding of the responsibility of the individual to his/her primary duties in terms of the job description.

For a fulltime faculty member, the role of teacher, student advisor, member of the university community and researcher were seen as primary responsibilities. Beyond these duties, if there were time and energy remaining, all felt that a faculty member had the right to engage in activities that produced supplemental income.

They did differ on how to quantify this right. Views ranged from accepting the current time standard of one day per week for consulting and other professionally related activities (as specified in most Faculty Handbooks), or the standard in dollar terms of allowing the earning of supplemental income

up to a maximum of 25% of the academic-year salary, to a position of unrestricted limitation based on each individual's ability to perform.

This discussion highlighted two problems of definition that occurred during the survey. There appeared to be no real unanimity in definition of "100% load" or "conflict of interest." In the first instance, they ranged from as loose a definition as "the number of hours necessary to "complete an assignment" to quantifiable time such as "50 hours per week." On the question of conflict of interest, they ranged from avoiding anything that had the appearance of conflict to the specifics of actually teaching a similar course in a competing institution which vies for the same finite student population at a lower cost to the student.

There was no consensus on what constituted proper work assignments for supplemental income earning. Most thought there should be some relationship between the work done and the faculty member's field of academic expertise and interest. Another believed that it would be better for the faculty member, in need of additional money, to pump gasoline or sell shoes in off hours.

In other areas, there were a number of common concerns identified. One of the ones which came up most frequently was the lack of clearly defined policies and procedures which are equally-administered on a campus-wide basis; e.g., the professional schools often pay higher rates, pay honorariums in situations not paid for in other schools, and tend to provide other opportunities to earn supplemental income. This often results in conflict and inequity among faculty members and may lead to entrepreneurships which create further ethical and economic problems.

Another inequity mentioned is the amount of lack of enforcement when excesses do occur. The discipline meted out if an over-zealous faculty member is identified is often spotty, sometimes totally lacking, but surely differs from college to college.

There was consensus of the undesirability of a required "declaration of income" to help the university police the situation!

One faculty member felt that the salaries of 11-month administrators were so disproportionate to those of the teaching faculty that administrators should be denied supplemental income privileges, while an administrator was equally forthright in his claim that administrators who have expertise in a salable or marketable area should not be denied the right to consult, teach after hours, or be involved in paid research, if they are keeping abreast of their primary

responsibilities as an administrator.

As to the "hows" of compensation, the same procedures identified in the NUEA study surfaced. Almost all saw merit in onload assignments but overload was by far the most popular means. There were, however, differences in their choice of procedures. In terms of these interviews, it would appear that their order of preference would read like this:

-- compensation based on current salary or fraction/percentage thereof.
-- compensation based on academic rank as it relates to semester or quarter hours.
-- compensation based on special formula.

They would like schedules of compensation, whatever their base, to be equitable on a university-wide basis with few or no exceptions or special cases.

My own experience and references to my associates in the field would produce a very similar set of viewpoints to those obtained through this USC informal survey.

In summary, there is need for us to look further at the policies and procedures developed and implemented for providing supplemental income earning opportunities for the faculty and the administration. In doing so, we should be sure that the questions asked are the right questions. We must identify clearly the problems we in the university as a whole are trying to solve.

-- are we asking continuing education to accede to policies that will solve other problems of the university?
-- are we suggesting tnat we slowdown a dynamic educational movement so it will not press for new viewpoints -- new policies and procedures on campus? I think not! The questions we should be asking include:
-- what data do we currently have that indicate widespread or even moderate abuse of current supplemental income policies? Are we proposing to punish the majority for the excesses of a few?
-- how are supplemental income policies developed? By whom? What are they? Are they properly codified? Are they uniform for the university or are they specific for each college or school?
-- if there are widespread abuses, what are the causes? Does the faculty really understand the administration's perception of 100% load? Is the administration's view of 100% load and commitment realistic and current and agreed to by the faculty?

-- where does continuing education stand in the university's mission?
-- how should it be staffed to fulfill this mission in the best traditions of the pursuit of excellence in learning experiences?

I believe that ethics and economics are interdependent parts of the whole in the management of best education which each institution can provide. To this interaction must be added the recognition of whose ethics and whose economics.